

**EXECUTIVE SECRETARIAT****ROUTING SLIP**

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		ACTION	INFO	DATE	INITIAL
1	DCI		X		
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9	Chm/NIC		X		
10	GC				
11	IG				
12	Compt				
13	D/OCA				
14	D/PAO				
15	D/PERS				
16	D/Ex Staff		X	22 OCT 1987	
17	NIO/NARC		X		
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SUSPENSE

Date

Remarks

Executive Secretary  
22 Oct '87

Date

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United States Department of State

Washington, D.C. 20520

Executive Registry

October 21, 1987

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~~SECRET ATTACHMENT~~

TO: OVP -Mr. Donald Gregg  
 NSC -Mr. Grant Green  
 Agriculture -Mr. Floyd Gaibler  
 CIA [redacted]  
 Commerce -Ms. Helen Robbins  
 DOD -Col. William Matz  
 Education -Ms. Julie Cave  
 Energy -Mr. William Vitale  
 HHS -Mr. James Delaney  
 HUD -Mr. David Turner  
 Interior -Ms. Ramona Burch  
 Justice -Mr. William Bradford Reynolds  
 Labor -Mrs. Ruth Morgenstern  
 OMB -Mr. Wayne Army  
 DOT -Mrs. Ruth Knouse  
 Treasury -Mr. Robert Zoellick

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SUBJECT: International Narcotics Control Strategy  
 Executive Summary

Attached is the Executive Summary of the International Narcotics Control Strategy which should be forwarded to all principals in preparation for the National Drug Policy Board discussion of the strategy on October 23 at 10 a.m. The summary is classified SECRET/NOFORN.

Melvyn Levitsky  
 Executive Secretary

Attachment:

Executive Summary

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## EXECUTIVE SUMMARY

### International Narcotics Control Strategy/Implementation Plan

The International Narcotics Control Strategy/Implementation Plan addresses all aspects of the international narcotics control problem, with special emphasis on cocaine. Eradication, enforcement, development assistance, training, and public diplomacy are the key elements of the strategy/implementation plan which features regional and country-specific plans, where appropriate.

The vast supply of narcotics available on a worldwide basis is, unfortunately, growing. As supplies increase, the global demand for drugs shows a concomitant increase. Unless the supply of narcotics is significantly reduced, the world will be forced to struggle with the attendant problems of violence, corruption, decreases in productivity, and the erosion of social institutions.

The cocaine situation is particularly severe. An estimated 170,000 hectares of coca are under cultivation in South America today. Moreover, the crop level is increasing faster than current eradication efforts; therefore, it is incumbent upon us, in preparing a U.S. Government-wide strategy, to propose realistic means for halting the rate of coca expansion. Manual eradication simply has not, and will not, reduce the availability of coca. Consequently, the International Narcotics Control Strategy/Implementation Plan relies heavily on negotiations with governments of countries where coca is produced for the purpose of reaching bilateral agreements on eradication methods and targets. The intention is to begin discussions immediately concerning the application of aerially-applied herbicides for large-scale coca eradication beginning in 1988. These negotiations are now possible because, for the first time, the U.S. Government is able to support wide-scale aerial eradication programs in Latin America.

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Until negotiations are completed, the projections contained in this plan should be considered as estimates of the levels of eradication needed to achieve the objectives sought by the United States. As emphasized in the strategy, agreement must be reached on the use of herbicides and the narcotics assistance required to deliver both manual and aerial applications. Eradication, however, is not the complete answer and will not be possible in the Andes without parallel enforcement efforts, development assistance, training, and an effective public diplomacy campaign. Real progress in eliminating coca will require substantial economic assistance to Andean countries over the near term, in an effort to strengthen their legitimate economic infrastructure. Moreover, the United States leadership must be enhanced by more vigorous efforts at home to reduce domestic demand, to ensure that United States exports of precursor chemicals are more tightly controlled to prevent diversion and to eradicate the domestic marijuana crop.

Heroin and marijuana supplies also continue to be major concerns of the U.S. Government, and the strategy/implementation plan therefore suggests that current eradication, enforcement, and development assistance programs, where appropriate, be continued and expanded. Heroin and marijuana control programs are also bolstered by enhanced training and public diplomacy initiatives.

For the first time, a public diplomacy/demand reduction timetable of activities has been developed, coordinating the resources and expertise of several U.S. Government agencies. In the past, this important planning element has been approached on an ad hoc basis, and its value has not been fully appreciated nor incorporated into strategic narcotics control plans.

The International Narcotics Control Strategy/Implementation Plan for FY 1988-89 builds upon past successes and identifies those areas with the largest potential for increased progress. The strategy's six policy goals, respective program objectives, and supporting budget estimates follow.

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## **POLICY GOAL**

Reduce the amount of cocaine shipped from Latin America to the United States through an integrated program of narcotics control.

## **PROGRAM OBJECTIVES**

1. Reduce the amount of coca cultivation in the Andean region (Bolivia, Colombia, Peru, Ecuador) by decreasing the net production of coca leaf in the Andean region by 50% by 1993 and preventing other coca producers from growing more coca. To accomplish this objective, agreements must be reached with the several governments of the region, an effective coca herbicide must be identified and found environmentally acceptable, eradication programs must be carried out simultaneously in all coca-producing countries, and more accurate crop estimates are required for purposes of targeting illicit crops and verifying their destruction.
2. Identify and destroy coca paste, base, and cocaine laboratories and clandestine airstrips in coca-producing countries (Colombia, Peru, Bolivia), as well as in Latin American cocaine trafficking countries, through increased cooperation with host country law enforcement agencies, enhanced law enforcement training, better intelligence sharing, and tighter controls on precursor chemicals.
3. Aid host governments in the development of effective and efficient domestic law enforcement capability in cocaine source and transit countries through training, professional exchanges, and intelligence sharing.
4. Prevent processed cocaine from coming into the United States by sea, air, and land routes through enhanced interdiction operations.
5. Provide additional economic support and military assistance to Latin American and Caribbean countries to strengthen their legitimate economies and to promote local acceptance of the U.S. Government's cocaine control efforts.

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## RESOURCES

FY 1988: \$68,656,000  
FY 1989: \$160,910,000

## POLICY GOAL

Reduce the amount of heroin shipped from Asia and Mexico to the United States through an integrated program of narcotics control.

## PROGRAM OBJECTIVES

1. Reduce the amount of opium cultivation in the Golden Crescent and Triangle regions through more accurate crop estimates, improved eradication programs, and continued development assistance for farmers, who forego traditional opium production.
2. Decrease the amount of opium cultivation in the Mexican Tri-state area (Durango, Sinaloa, Chihuahua) and in the states of Guerrero and Michoacan through the development of more accurate crop estimates and improvements in the opium eradication program.
3. Build regional and country-specific law enforcement and support capabilities through training, intelligence sharing, and professional exchanges.
4. Identify and destroy heroin refineries, intercept caravans in major opium-producing countries; and work with the governments of other countries, and their respective law enforcement agencies to improve intelligence sharing, to introduce tighter controls on precursor chemicals used in heroin processing, and to encourage regional initiatives to inhibit trafficking.

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5. Prevent heroin from coming into the United States by sea, air and land routes through enhanced interdiction operations.

#### RESOURCES

FY 1988: \$50,166,000  
FY 1989: \$51,078,000

#### POLICY GOAL

Reduce the amount of marijuana entering the United States from worldwide sources through an integrated program of narcotics control.

#### PROGRAM OBJECTIVES

1. Reduce the amount of cannabis cultivation in major producing countries by developing more accurate crop estimates, improving eradication programs utilizing herbicides, and preventing secondary cannabis producers from becoming major marijuana producing countries.

2. Prevent marijuana from entering the United States by air, land or sea through effective and efficient interdiction programs.

#### RESOURCES

FY 1988: \$20,672,000  
FY 1989: \$25,363,000

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## POLICY GOAL

Increase intolerance for illicit drugs and stimulate focused support for effective narcotics control worldwide through public diplomacy initiatives which incorporate concepts of public awareness and demand reduction.

## PROGRAM OBJECTIVES

1. Raise international public awareness by sensitizing government and opinion leaders, as well as the international general public, to the global scale and consequences of drug production, trafficking, and abuse; provide information on why and how the United States and other nations are confronting the drug abuse problem; and develop broad national and international support for narcotics control through public awareness campaigns.

2. Assist countries reduce the demand for cocaine, heroin, and marijuana through the effective adaptation and use of knowledge gained and disseminated through prevention and treatment research, applied science, and public information programs; provide technical assistance through consultation and training with host countries and international organizations.

## RESOURCES

FY 1988: \$7,557,000

FY 1989: \$4,127,000

## POLICY GOAL

Eliminate major trafficking networks and cartels through increased seizures and arrests, prosecutions, and forfeiture of assets.

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#### PROGRAM OBJECTIVES

1. Motivate and assist foreign governments in their efforts to identify, investigate and immobilize major drug trafficking organizations.
2. Increase the difficulties for traffickers attempting to launder narcotics profits by securing international cooperation on financial investigations, asset seizure, and forfeiture.
3. Assist nations to strengthen their legal and judicial systems to eliminate narcotics trafficking organizations.
4. Develop and maintain a corps of high-quality informants to penetrate the leadership structure, operations, associations, and financial aspects of the major drug trafficking organizations, and provide monetary rewards as warranted.

#### RESOURCES

FY 1988: \$84,241,000  
FY 1989: \$104,217,000

#### POLICY GOAL

Secure increased international cooperation in worldwide narcotics control matters through diplomatic and program initiatives.

#### PROGRAM OBJECTIVES

1. Gain consensus through the diplomatic process for European and other developed countries to condition their foreign aid on positive performance in narcotics control by producing and trafficking countries.

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2. Increase European and other developed countries' contributions to the Latin American and Asian narcotics control efforts.
3. Increase Asian regional cooperation on opium and heroin control.
4. Increase Latin American regional cooperation on cocaine control.
5. Increase international cooperation in worldwide narcotics diversion control.
6. Enhance the United Nations' ability to deal effectively with the narcotics problem.

#### RESOURCES

FY 1988: \$3,438,000  
FY 1989: \$5,338,000

In addition to the above goals, objectives and resource estimates, this strategy/implementation plan has established targets of performance, milestones of activity, and measures of effectiveness for each objective, so as to facilitate oversight by policymakers and management of program implementation by the country-team in our affected U.S. missions.

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